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ance has been instituted by a special sickness insurance.

NATIONALIZATION LAWS

The much discussed problem of nationalization has also occupied the Austrian legislation. The laws relating to public welfare provide appropriation of economic enterprises for the benefit of public corporations (state, province, municipality), which shall be executed with full compensation of the proprietor according to a well regulated procedure. Provision is made, furthermore, for the creation of *Gemeinwirtschaftliche* institutions, a kind of syndicalism, founded by the state, province or municipality and intended either for transferring private or public enterprises to the property or administration of such *gemeinwirtschaftliche* institutions or for creating new enterprises in this form. The net return of these institutions is divided between the founding corporation and its workers and em-

ployes, the share of the employes being allowed to reach one-fourth of the return.

With the exception of some few and very moderate attempts to transfer public or state enterprises to *gemeinwirtschaftliche* institutions, a realization of these legislative regulations has not yet taken place. It is quite certain that it is impossible to realize this plan to a greater extent under the prevailing difficulties.

This short enumeration of the most important measures, may prove how active the Austrian legislature has been in the last years with regard to social policy, and may serve to show what social progress has been made. That all these manifold innovations, decisive in the development of the economic life could, on the whole, be introduced without any greater troubles, gives evidence of the sound judgment of all classes and persons concerned, and permits a hope of the best for the future.

CHAPTER XIII

Government Organization for Social Aid in Austria

By DR. ROBERT BARTSCH

Professor in the University of Vienna, Ministerialrat and Director of the Juvenile Aid
Department of the Ministry for Social Administration in Vienna

IN the following article, we propose to speak entirely of juvenile aid, aid for disabled soldiers, their widows and orphans, and poor relief, since the other provisions of government organization for social help are to be dealt with in special chapters.

JUVENILE AID

For many centuries past it has devolved upon the Austrian courts of justice to appoint and control guardians for children who are deprived of

the legitimate guardianship of a father. The courts of justice also exercise a far-reaching right of control over the father's. They limit his power and proffer assistance even against the will of father or guardian. This jurisdictional care for juveniles has quite recently been given a wider compass by the law of 1919. This new law concerning juvenile courts decrees their jurisdiction exercised over persons under eighteen years of age to be joint with the jurisdiction of the

courts of wards, exercised over all juveniles in need of help, particularly over all waifs and strays or ill-treated children and those in moral danger from their surroundings; it gives them, also, the right to settle the abode of children sprung from various unions on the part of their parents.

The most serious defect of the old system was the inefficiency of guardians. These were chosen individually, and the acceptance of the appointment formed part of their duties as citizens. Women were excluded from this office up to 1914. The foundation of orphans' councils (*Waisenratsvereine*) intended to assist the courts of justice in the control of guardians, did not effect a change for the better. A new and promising departure has lately been made in an official guardianship (*Berufsvormundschaft*) which was recognized by the civil code in 1914.

OFFICIAL GUARDIANSHIP

This official guardianship, is exercised by the headmasters of boarding schools over the children under their charge, and, further, by societies and public juvenile boards (*Jugendämter*). The societies and juvenile boards are either appointed as guardians by the courts of justice in individual cases, or by virtue of a special jurisdictional authorization, become guardians of all illegitimate children within their domain from the moment of the birth of the child. What makes the official guardianship so valuable is the substitution of a specially trained and officially appointed body of guardians for the frequently incompetent, inexperienced and disloyal individual guardian. Endeavors are being made gradually to extend the official guardianship over all illegitimate children, during the first years of their lives, at least; and, in time, to institute it for

legitimate children where no sufficient guardianship on the part of relatives or friends has been provided for.

The official guardianship is the basis of the juvenile boards which have been introduced into Austria during the last ten years. At first such boards were established by the larger municipalities. Now, beside Vienna, all provincial capitals and some other larger municipalities boast them. The provinces have also set about establishing official guardianships in the countryside which form the basis of the entire organization for public juvenile aid in such districts. Some years ago the juvenile board of Lower Austria had attached official guardianships to all the eighty courts of justice in this province.

The official guardians not only exercise their special guardianship but they render every assistance to the parents and guardians in their districts. One of their principal duties is to see that relatives fulfill their duty in keeping the children, and that illegitimate fathers pay their alimonies regularly.

Infants' aid is closely connected with the official guardianship. It provides advice for mothers and issues propaganda urging mothers to nurse their own babies. This propaganda is effectively supported by the general health insurance and the nursing premiums granted by the sick funds. Thus it became possible in Lower Austria which boasts of nearly two hundred mother's advice councils (*Mutterberatungstellen*), to reduce the infant mortality from 27.81 per cent in 1915, to 13.2 per cent in 1920. The American Red Cross has recently started an efficient movement to extend the mother's advice councils and the medical control, to cover all infants.

In obedience to a law of 1919 all illegitimate, and all legitimate children not living with their parents, are placed

under public control from their birth to their fourteenth year. This control, which provides at the same time for the physical and moral welfare of the children, further makes it compulsory for all persons, other than parents and grandparents, who wish to take children under their charge to obtain a public license. For the education of neglected children and their detention in reformatories, an antiquated law of the year 1885 is still in force. A projected bill for a modern law of education through social aid was recently published by the government.

Added to the official aid of the juvenile boards, which are not spread over the entire country, is the voluntary relief work of societies and institutions. Some of these institutions, particularly foundling hospitals and orphanages, date back to very old times and were founded as charitable organizations. Nearly all the more ancient institutions bear a religious character.

Modern juvenile aid began about 1900, when there was observed the dangerous depravity of the youth of the larger towns. Such relief work received an extraordinary impetus during the War. Numerous societies and institutions, day nurseries, *crèche*, asylums for children, etc., were newly founded. Side by side with the nuns who were the only workers engaged in juvenile aid in former times, numerous secular helpers are now being trained in various private institutions.

The voluntary relief work suffered particularly from the effects of the War, manifested in the depreciation of the capital of charitable institutions and the terrifying decline in the revenue from voluntary contributions. This falling off in contributions is to be explained by the impoverishment of the former benefactors and the undeveloped sense of social duties among the

newly rich. Consequently, voluntary relief work is to a large extent carried on with aid from abroad. Prominent in such aid is the American Children's Relief Work, procuring a meal a day for several hundred thousand children, while the American Red Cross provides clothes, underwear and other materials from its large supply depots.

One branch of relief work, chiefly carried on with aid from abroad, began with a movement to afford children several weeks' stay in a foreign country for the sake of recreation. Its chief object now is to promote the foundation of health resorts in Austria in order to make good, with all possible speed, the harm done by the blockade, such as bad nourishment, tuberculosis and rickets.

The relief work for juveniles after they have finished their schooling is in the hands of voluntary helpers even at the present day. Some of its branches, however, are directed by public boards. We must mention here the organization for advising the young people in choosing a profession (*Berufsberatung*) which has branches in a great number of public boards.

The coöperation of official and private relief work with the courts of justice in the so-called Juvenile Courts' Aid is of great moment. The juvenile courts' law of 1919 authorizes the courts to avail themselves of the assistance of individuals and societies, particularly in investigating the private affairs of minors, in superintending and helping them and rendering them any assistance they may require in court proceedings. A probation control exercised by special probation officers was instituted together with the law referring to conditional sentencing and conditional pardon. The Juvenile Courts' Aid is administered partly by the juvenile courts and partly by benevolent societies. In Vienna it is prac-

tised by a committee representing forty societies with an office of their own at the juvenile court.

AID FOR DISABLED SOLDIERS, THEIR WIDOWS AND ORPHANS

Aid for disabled soldiers, their widows and orphans, has been regulated by a law dated April 25, 1919. As far as its structure and technique are concerned, the law is similar to that of insurance against accidents. Whoever has suffered an injury to his health, either through active war service or military action of any kind, has a claim to an indemnity to be paid him out of the public funds. Should his death result from one of the above causes, the claim may be raised by his widow and orphans. In cases of such impaired health, a claim may be brought in for medical treatment to restore the victim to health as far as possible, and to enable him to earn his living; or for obtaining artificial limbs and orthopedic appliances; or for training in some new profession in order to replace the old, or to increase the reduced capacity for making a living.

The claimant is further entitled to receive a monetary support during the term of his medical treatment or professional training and to an invalid's rent as long as his working powers continue to be considerably reduced. The invalid's rent is computed with due regard to the claimant's previous training and the place of his abode. Allowance is made for the prevailing dearth of houses. Besides, the claimant's regular income made during his civilian occupation up to the time of his accident is also taken into account. The rent calculated in this manner is paid entire in the case of the claimant's complete incapacity to earn his living. If his capacity to earn his bread, only, is reduced, a larger or smaller fraction of the full rent is al-

lowed in proportion to this reduction.

A claim to the widows' and orphans' rent may be raised by the widow—in some cases, even a woman with whom the deceased has set up house-keeping without being joined to her in a lawful wedlock—by legitimate and illegitimate children, by parents, grandparents, and brothers and sisters if the latter are orphans. The rent allowed them forms a fraction of the full rent granted to the directly injured claimant. The relations also receive "burial money."

For the calculation of the rents and the enforcement of the law, disabled soldiers' indemnity commissions have been instituted in those provinces in which the organizations of aid for disabled soldiers, their widows and orphans, and juvenile aid societies are represented. Their principal duty is to decide about the existence and extent of the claim according to the law. The proceedings are now dragging in the courts owing to the different interests involved.

POOR RELIEF

Poor relief in Austria is based on the home law (*Heimatsgesetz*) of 1863. By this law poor relief devolves on the native community. Only in Lower Austria are the communities of one jurisdictional district joined together in so-called "poor districts." Poor relief consists of the grant of the necessities of life, including the costs for sickness, nursing and burial, and of education for the poor under age. Claims on the part of the poor to any special kind of provision are not acknowledged. The poor relief comes into force only where no other kind of help is administered. In the relief of the poor, numerous persons are engaged as volunteers without receiving any pay. In conformity with the poor law, pecuniary aid is the last to be

rendered; nevertheless, it has in the course of time become one of the principal forms of help in the so-called outdoor relief (*offene Armenpflege*). The existing institutions for indoor relief (*geschlossene Armenpflege*), which provides homes for the poor and aged, are not numerous enough to receive all those needing them.

Poor relief varies very much according to the wealth of the supporting community; it is better in the larger towns and bad in the poorer districts of the country side. One particular

drawback is the fact that a person may be received in a community other than that to which his parents belonged only after a ten years' residence. A great number of people, therefore, belong to a different community from the one in which they live.

The public poor relief finds its complement in institutions and societies of voluntary poor relief. At present all these institutions are laboring under a severe serious lack of means as far as they are dependent on voluntary contributions or on a capital income.

CHAPTER XIV

The Present State of the Housing Question in Austria

By HEINRICH GOLDEMUND

Civil Engineer, Former Architect in Chief of the City of Vienna

STRANGELY enough, though the population of Austria has diminished from 6,279,936 in the year 1910, to 6,057,612 in the year 1920, in all the seven greater towns of the Austrian Republic, but especially in Vienna, there has resulted a severe shortage of vacant apartments.

In the country since the year 1910, the number of inhabitants has shrunk from 3,877,787 to 3,810,667, a comparatively small decrease, whereas in the same length of time the number of the inhabitants of the towns has been reduced from 2,402,176 to 2,246,950. This loss almost exclusively concerns Vienna, its population having been reduced from 2,031,421 in the year 1910 to 1,841,326 in the year 1920, while the other German Austrian towns, such as Graz, Linz, Innsbruck, and Wiener-Neustadt, with the exception of Klagenfurt, show a growth of population. Yet the housing calamity is greatest in Vienna. The diminution of the population in all German

Austria, but especially in Vienna, is compensated by an increase in the number of householders within the territories now comprised in German Austria. Whereas 1,391,230 householders were recorded in 1910, there were 1,444,226 listed in 1920.

The increase of householders is limited to the towns, while a small diminution is noticeable in the country districts. In Vienna alone, the increase of householders amounts to 38,678 while it averages only 14,919 in the other large towns. This increased number of householders which is to be accounted for by the immigration of whole families and the setting-up of house-keeping by numerous young married couples (who were prevented from doing so as long as the War was on), does not meet with an equal increase in the number of flats. As a matter of fact there has been hardly any private mansion building since 1914. If anything, the number of apartments for private families has decreased. Some